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PROGRAMME PLANNING

Country and intercountry programmes and projects

FIFTH COUNTRY PROGRAMME FOR THE GAMBIA

Programme period	Resources	$
January 1992-December 1996	Net IPF	23 627 000
	Estimated cost-sharing	160 000
	Total	23 787 000

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I. DEVELOPMENT SITUATION, OBJECTIVES AND STRATEGIES

A. Current socio-economic situation

1. The Gambia belongs to the group of least developed countries and remains one of the poorest African countries. The gross national product (GNP) per capita in 1990 was only $302. Living standards are low and the level of human development achieved is insufficient (human development index ranking is 159 out of 160 countries). A large part of the population does not benefit from adequate health care, sanitation, nutrition and education. Furthermore, serious urban-rural and male-female gaps exist. For example, only 10 per cent of the rural population has access to clean water, compared with 80 per cent of the urban population; primary school enrolment is also much lower in rural than in urban areas. While women play a major role in the Gambian economy, their access to land, credit or such services as health, education and training is still very limited. Only 40 per cent of girls attend primary school and 90 per cent of women are still illiterate.

2. The relatively high rate of population growth (3.4 per cent yearly) is one of the major constraints to development. With a population estimated at 860,000 in 1990, the Gambia is one of the most densely populated countries in Africa (80 persons per sq km). Forty-four per cent of the population is less than 15 years old, increasing the burden of ensuring adequate health and education services.

3. Environmental degradation has become a serious problem, created by the combination of such factors as inappropriate land use practices in agriculture, overgrazing of pasture lands, deforestation as a result of overfelling of trees and bush fires, an increase in salinity of the Gambia river and erosion along the coastline.

4. Economic activity in the Gambia is still based on a narrow range of goods and services. The agricultural sector represents a major determinant of economic activity in terms of output (about 23 per cent of the gross domestic product (GDP)) and employment (about 75 per cent of the total labour force). It continues to be heavily dependent on a single cashcrop, groundnuts, which constitutes the main source of foreign exchange earnings. Other activities such as horticulture, fisheries and livestock production have still a limited impact on the economy. Structural problems hamper the development of the agricultural sector. These include the limitations on women's rights to land ownership, the absence of a rural credit network and the insufficient access of farmers to modern techniques and adequate inputs.

5. The industrial sector does not play a significant role. Its contribution to the GDP is only about 7 per cent. The growth of the sector is constrained by a number of factors, including the lack of skilled and trained personnel, continued shortages in provision of such basic utilities as water and electricity, inadequate infrastructures, and an absence of linkages with the other sectors of the economy, particularly agriculture and tourism.

6. The tourism sector has important potential for the Gambian economy, given the mild climate, the long stretches of sandy beaches and the close proximity to Europe. In recent years, it has become one of the fastest growing sectors and the second largest source of foreign exchange earnings. However, its contribution to overall development could be far more important as a basis for growth, if strong intersectoral linkages between tourism and other productive areas of the economy were established.

B. National development objectives and strategies

7. In response to the serious crises in the economy experienced in the early 1980s, the Government introduced the Economic Recovery Programme (ERP) in June 1985. With the assistance of the World Bank, the International Monetary Fund (IMF) and other donors, the Government designed and implemented economic, monetary and fiscal policies aimed at reversing the decline, correcting the imbalances and stabilizing the economy. The Government also introduced administrative and public sector enterprise reforms. The ERP led to substantive economic and financial results, and the Gambia, which managed to combine adjustment with growth, can be considered as one of the most successful African countries in the implementation of its structural adjustment programme.

8. In July 1990, the Government launched the Programme for Sustained Development (PSD), which received the support of the donor community during the round-table conference held in Geneva in December 1990. The PSD outlines the national development strategies for the 1990s. Its objectives are (i) to consolidate the gains of the adjustment process, and (ii) to achieve a long-run expansion of the productive capacity of the economy that will support a significant improvement in the living standards of the population.

9. The PSD follows a free-market economy approach and the promotion of a strong private sector is key in the Government's development strategy. Instead of maintaining direct involvement in the productive sectors, the Government will devote itself to developing adequate and well-defined economic, financial and fiscal policies and to creating a policy environment more conducive to private enterprise development.

10. Primacy is given to agricultural development. The Government will encourage the diversification of the agricultural base through the sound development of activities with high potential, including horticulture and livestock production. The creation of linkages with such new growth areas as the processing industry and the tourism sector will be actively promoted. Emphasis is also put on the need to develop sound environmental policies integrated in a long-term strategy for sustainability.

11. Poverty alleviation is a key government development objective. The PSD calls for a national strategy in favour of the weakest sections of the population which will address, in particular, the social dimensions of adjustment. It further calls for a progressive increase of the proportion of

public spending devoted to the social sectors with a special consideration for primary health care, primary education and technical and vocational training.

II. EXTERNAL COOPERATION

A. Role of external cooperation

12. The Gambia receives an important amount of external aid, estimated at $86 million in 1990, i.e. $100 per person. External aid is received from a large number of multilateral and bilateral institutions as well as non-governmental organizations (NGOs). In 1990, multilateral assistance accounted for 49 per cent of total aid flows, of which $32 million were provided by the United Nations system; bilateral assistance accounted for 46 per cent and NGO assistance for 5 per cent. Regarding bilateral assistance, major donors included the United States of America, Switzerland, the Netherlands, and the United Kingdom. Major multilateral donors were the IMF, the International Development Association (IDA) of the World Bank and the European Economic Community.

13. In 1990, 42 per cent of external aid consisted of programme aid (including budgetary and balance of payments assistance) in support of the structural adjustment programme; 28 per cent consisted of investment assistance, 24 per cent of technical cooperation and 6 per cent of food aid. The social sectors were the major beneficiaries of project assistance, of which $11 million were directed to the health sector, $7 million to human resources development and $8 million to social development, particularly in the areas of urban development, drinking water and sanitation. The agricultural sector benefited from $9 million and about $6 million were spent through capital investment in the transport sector.

14. Regarding technical cooperation, two thirds of the resources were allocated to three major sectors: agriculture, $6 million; health, $4 million; and human resources development, $3 million. Important resources were also provided in the areas of public administration ($1.7 million) and economic management ($1.9 million). In 1990, the United Nations system as a whole provided $7 million in technical cooperation resources, i.e. one third of the total, including $4 million provided by UNDP.

B. Aid coordination arrangements

15. The coordination of external assistance is under the overall responsibility of the Office of The President. The main government agencies involved in aid coordination include: the Ministry of Finance and Economic Affairs (MFEA) which has focal responsibility for assistance provided by multilateral financial institutions and by the European Economic Community; the Personnel Management Office (PMO), Office of the President, which handles technical cooperation programmes from bilateral sources and is the focal point for technical cooperation among developing countries (TCDC); the Ministry of

External Affairs; and the Ministry of Local Government and Lands which coordinates interventions of NGOs. The Government intends to take new actions aimed at rationalizing and strengthening aid coordination functions.

16. UNDP has been assigned a major role in strengthening the Government's capacity to manage and coordinate external aid and is viewed by the Government as a key participant in the dialogue on development issues with the donor community. The Gambia will continue to use the round-table process as the overall mechanism to mobilize external assistance and coordinate donor intervention. In the area of technical cooperation, the Government has embarked upon a National Technical Cooperation Assessment and Programme exercise (NaTCAP), with the support of UNDP. The Technical Cooperation Policy Framework Paper (TCPFP) was submitted to the donors during the round-table conference of December 1990, and sectoral technical cooperation programmes are under preparation.

17. Furthermore, UNDP has the responsibility to ensure continued coordination of the activities of the United Nations system in the Gambia. Thanks to active leadership in joint programming on the part of UNDP, full complementarity has been achieved between the UNDP country programme and activities programmed by the agencies participating in the Joint Consultative Group on Policy (JCGP) as well as by the UNDP-administered funds, including the United Nations Capital Development Fund (UNCDF), the United Nations Sudano-Sahelian Office (UNSO) and the United Nations Development Fund for Women (UNIFEM).

III. THE COUNTRY PROGRAMME

A. Assessment of the fourth country programme

18. The major objectives of the fourth country programme, in support of the Government's Economic Recovery Programme, were three: (a) improving the planning and management capacity of the Government; (b) enhancing the agricultural and rural sector; and (c) developing training programmes and enhancing employment opportunities.

19. As highlighted during the mid-term review undertaken in March 1990, the country programme has made an appreciable contribution to development. The assistance provided under the first objective proved instrumental in strengthening the capacity of key macroeconomic institutions. Activities undertaken in consonance with the second objective helped to enhance the Government's action in the area of agricultural production and rural development. Projects targeted at farmers and under-served groups in the rural communities, particularly women, achieved a positive impact on these peoples' standards of living and productive capacity. Under the third objective, cooperation has been undertaken for skills training and promotion of self-employment for youths.

20. The fourth country programme, however, experienced a number of persisting obstacles to national capacity-building which have weakened the impact of intervention by UNDP. Recommendations for corrective action made during the mid-term review have been carefully taken into account in the latter part of the fourth country programme and in formulating the strategy for the use of UNDP resources in the fifth cycle.

21. The review acknowledged that the lack of clearly defined national development strategies and inadequate aid coordination mechanisms constituted major obstacles for programme implementation. The intervention of UNDP has been adjusted, therefore, towards increased support to these areas. The Government has progressively been able to strengthen aid coordination and to articulate a national development strategy, as expressed in the PSD, as well as subsequent sectoral development policies and programmes, particularly in the areas of economic management, agricultural development and environmental protection.

22. In order to enhance the impact and effectiveness of UNDP cooperation, it was also recognized that a renewed impetus had to be given to a truly participatory approach to development, through direct involvement of local communities and NGOs at every stage of UNDP programmes and projects. For the same reason, it was also felt that women in development issues should also receive greater attention.

23. It was also decided that measures should continue to be introduced to increase the responsibility of the Office of the President in programme management in order to speed up decision-making and to enhance the Government's participation in programme review and monitoring, as well as its commitment to important pipeline projects. It was also deemed crucial to move towards greater reliance on national execution. To that effect, the Government has recognized the need to strengthen administrative and management capacities.

24. Activities and projects have not been adequately coordinated and certain projects have failed to establish meaningful linkages between them, despite their complementarity. The undertaking of numerous isolated projects has created a serious management burden for the Government and UNDP, and has made it difficult to assess real achievements at the programme level. In order to improve coherence and effectiveness, the fifth country programme has been streamlined into priority areas of concentration.

25. The combined use of funds available from the IPF and from UNDP-administered trust funds proved very effective. Cooperation and coordination between members of the JCGP and other donors, including the Bretton Woods institutions, increased progressively during the fourth country programme. These experiences will be reinforced further in the new country programme.

B. Proposals for UNDP cooperation

1. Preparatory process

26. The Government's Programme for Sustained Development provides the general framework for interventions by UNDP during the fifth cycle. The round-table conference of December 1990 and the preparation of the follow-up sectoral consultations have played a key role in the formulation process of the Government's policies and programmes and the subsequent design of the country programme. In addition, the continued dialogue sustained between the Government and UNDP on development policies has led to a number of initiatives that have helped to ensure the best possible linkages between national development strategies and the country programme.

27. These initiatives include the mid-term review of the fourth country programme, the National Conference on Economic Management and Statistics held in November 1990, the horticulture and livestock reviews, and the National Conferences on Horticultural and on Livestock Policy held, respectively, in November 1990 and September 1991. The initiatives also involved the preparation of the Gambia Environmental Action Plan, UNDP/NGOs workshops of March and November 1990 and government/UNDP seminars for private sector promotion. The country programme has also taken into account the priorities for technical cooperation outlined in the Government's TCPFP. National advisers assisted in the formulation proposals for each area of concentration.

28. The UNDP advisory note was thoroughly and widely reviewed within the Government and submitted to the Cabinet. The frank discussions held between the Government and UNDP on its contents also proved very useful in the design of the country programme.

2. Strategy for UNDP cooperation

29. The Government, through the adoption and implementation of its Programme for Sustained Development (PSD) has embarked upon a new phase of development aimed at achieving a long-term and sustainable expansion of the productive capacity of the economy which will lead to significant improvement in the living standards of the population. In view of the specific mandate of UNDP and of its crucial role in the preparatory process of the PSD and in the formulation of sectoral development strategies, the Government intends that UNDP continue to be a major partner in the implementation of the PSD.

30. During the fifth cycle, UNDP cooperation will support key national development programmes addressing critical problems identified in the PSD. Consequently, the fifth country programme will focus on three priority programme areas which have been designated as high priority by the Government and for which there exists a clear need for technical cooperation:
(a) agricultural diversification and natural resources management;
(b) economic management; and (c) poverty alleviation.

31. UNDP should continue to play a strategic role in building the capacity of key macroeconomic institutions and major line ministries to design and implement coherent national programmes addressing major development issues and supporting long-term human development strategies. This will be achieved through continued dialogues on policies and strategies, the provision of advisory services and the development of national human resources. Particular emphasis will be given to the promotion of a programmatic approach to development and on strengthening programme management capacities. It is also expected that UNDP will continue to be a key partner of the Government in the area of aid coordination, through continued strengthening of the capacity of the Office of the President and of the MFEA, and in mobilizing donor intervention in support of national development priorities.

32. In order to gain sustainability and increased effectiveness, the country programme will embrace a participatory approach to development. UNDP interventions will be based on social mobilization and community involvement. Grass-roots initiatives will be actively promoted and close cooperation will continue to be developed between UNDP, NGOs, local associations and cooperatives. Private sector promotion will also be a key element in the UNDP programme strategy.

33. Environmental management for sustainable development will be treated as an integral feature of the fifth country programme. An environmental dimension will be introduced to a practicable extent in all development activities, according to the UNDP Environmental Management Guidelines.

34. The specific needs of women will be addressed throughout each component of the country programme. At the national level, steps will be taken to ensure that women's concerns are addressed in socio-economic planning and programming processes. At the community level, emphasis will be given to women's needs in terms of their involvement in decision-making and their access to education, technology, credit, employment and health and other services.

35. In order to complement the UNDP intervention, UNCDF will provide small-scale capital assistance for an estimated $9 million during the fifth cycle. UNCDF support will focus on the areas of rural water supply, agriculture and livestock development and primary health care. This support falls under the first and third areas of concentration: agricultural diversification and natural resources management, and poverty alleviation, respectively.

3. Proposed UNDP cooperation in selected areas of concentration

(a) Agricultural diversification and environmental and natural resources management

National development objectives/programmes

36. Given the importance of the agricultural sector for the Gambian economy, sustained agricultural growth is essential for economic development. The Government intends to diversify agricultural production in order to increase rural income and to reduce the current dependency on groundnut production. This policy also aims at improving food self-sufficiency and security, qualitative and quantitative amelioration of nutritional levels, employment generation, and strengthened linkages between agriculture and other sectors. In particular, the integration of crop production with livestock production to ensure maximum yields will continue to be pursued. Related to this, the land tenure issue is high on the list of problems to be resolved. To ensure sustainability, the Government is also giving high priority to the formulation and implementation of a comprehensive policy for natural resources management and environmental protection.

37. The Government's policy and strategy in this area will be based on three inter-related national programmes under preparation, with the support of UNDP and other donors: the Gambia Environmental Action Plan (GEAP); the Horticulture Development Programme; and the Livestock Development Programme. These programmes will provide the framework for UNDP intervention.

Proposed UNDP cooperation

38. UNDP cooperation will aim at promoting better use and management of the resource base, at diversifying agricultural production and increasing farmers' incomes on a sustainable and environmentally sound basis. UNDP has a clear comparative advantage in this area given its long experience with the Ministry of Agriculture (Departments of Agricultural and Livestock Services) and the Ministry of Natural Resources and the Environment (MNRE). UNDP cooperation will be channelled through three fully linked subprogrammes: (a) environmental and natural resources management; (b) horticultural development; and (c) livestock development.

39. Environmental and natural resources management. UNDP cooperation will focus on strengthening the institutional capacity of the MNRE. UNDP will continue to assist the Ministry in its efforts to develop a comprehensive policy in the area of environmental protection and natural resources management, through the preparation of the GEAP. The GEAP will be the framework of reference for subsequent UNDP intervention in this area and UNDP will assist in the implementation and monitoring of programmes addressing critical environmental problems. UNDP will also help the Ministry to bring together the different actors involved, including other government departments, local communities, NGOs and donors, for a better coordination of

efforts. The Government's participation in the United Nations Conference on Environment and Development in 1992 will be supported by UNDP. In addition, UNDP will also continue its intervention in the area of water resources management.

40. Horticulture development. Development of horticulture constitutes a significant element of the strategy to diversify the economy from its overdependence on groundnut production. UNDP intervention will support the National Horticulture Development Programme. An integrated approach will be pursued to tackle both the supply and demand aspects. The programme will be geared towards: (a) strengthening the capacity of the Ministry of Agriculture to provide an effective support to farmers; (b) initiating measures for resolving institutional and organizational bottlenecks, including land tenure issues and access of women to land; (c) encouraging the use of appropriate technologies which enhance environmental protection; (d) promoting credit systems and investment; (e) stimulating export and domestic market development; (f) helping to ensure the provision of necessary infrastructures; and (g) promoting viable processing industries. The programme should result in a significant increase of the contribution of horticultural production to the GDP. It should also lead to a significant improvement in the condition of small-scale horticultural producers, the majority of whom are women.

41. Livestock development. The potentially high-yielding livestock industry is currently characterized by a traditional management system, low productivity and very high stocking rates. UNDP intervention will be based on the National Livestock Development Programme. Key elements of the programme for small ruminants will be to improve husbandry management and to better control major diseases at the village level, giving special attention to the important role played by women in this area. The programme's priorities for cattle will be to increase productivity per head in parallel with an increase in offtake rates (i.e., prices paid to the farmer) and to improve marketing facilities. Rural financing schemes will be supported. Special attention will be given to a greater integration of livestock and crop production. The necessary linkages will be established with natural resources management issues through the promotion of sustainable types of land use which maximize production. The programme should result in an increased contribution of livestock to national economic development on a sustainable basis and in improved standards of living of rural communities.

42. UNDP intervention in this area of concentration will address such other major UNDP thematic objectives as management development, TCDC, grass-roots participation in development, the transfer and adaptation of technology and women in development.

43. An IPF allocation of $11 million, i.e. 46 per cent of total IPF resources, has been earmarked for this area of concentration.

Complementary assistance

44. In the area of environmental and natural resources management, UNDP intervention will be complemented by UNSO support to the planning and the environmental units of the MNRE, UNCDF support to the improvement of rural water resources and activities undertaken through the fourth phase of the AGRHYMET project (Contribution of agrometeorological and hydrological information to agricultural development). In addition, a project aiming at reversing coastal erosion will be proposed for financing under the Global Environment Facility (GEF). UNDP will also work in close collaboration with the World Bank, the EEC and bilateral donors, including the United States of America, Germany and Japan in support of the GEAP.

45. Regarding horticulture and livestock development, complementary assistance will be provided by FAO and by UNCDF through capital investment. UNDP will also participate in the livestock and horticultural components of the World Bank Women in Development project. Implementation of activities at the community level will benefit from a major World Food Programme (WFP) multi-million dollar contribution through the Food for Work Multi-Purpose project. Additional support is also expected from the UNDP fifth intercountry programme for Africa, in particular in the areas of improved technology for increasing crops and livestock yields and environmental protection. The livestock development programme should also benefit from the activities of the ongoing regional project, Promotion of trypanotolerant livestock (RAF/88/100), which is based in the Gambia.

(b) Economic management

National objectives/programme

46. The Government and the donor community recognize, as was expressed during the National Conference on Economic Management and Statistics held in November 1990 and more recently during the round-table conference, that there is a need to build and strengthen the capacity of the key macroeconomic and financial management institutions, namely the Ministry of Finance and Economic Affairs (MFEA), the Central Bank and the Office of the President. On the one hand, donors continue to play an important role in the design, implementation and evaluation of macroeconomic and financial policies. On the other hand, the project implementation rate of the Public Investment Programme (PIP) is low and therefore requires priority attention.

47. Other institutions that play a critical part in the macroeconomic sphere are the Ministry of Trade, Industry and Employment (MTIE) and the National Investment Board (NIB). While the PSD has identified the private sector as the driving force in the development process, these institutions which are intended to promote private sector development are not, at this point, in a position to provide the required support.

48. To respond to these concerns, and taking into consideration the 1990 Paris Declaration on the Least Developed Countries, the Government has agreed to embark on a comprehensive Economic Management Capacity-Building Programme (EMCBP). The programme, which will cover a four-year period in its first phase, is targeted at macroeconomic and financial institutions at the central level and at the planning units of the major sectoral ministries.

49. The immediate objectives of the programme are as follows:

(a) To enhance the capacity of the macroeconomic institutions to formulate, implement and monitor internally generated socio-economic policies, as well as resources mobilization and debt management;

(b) To generate reliable and relevant macroeconomic information; particular emphasis will be put on strengthening capacities in the area of economic statistics;

(c) To consolidate in the sectoral ministries the fragmented functions of policy formulation, Public Expenditure Programme (PEP) preparation, projects and programmes formulation, implementation and monitoring and to build up their capacity to achieve higher rates of programme delivery; and

(d) To strengthen the capacity of the MTIE and NIB to develop and implement an operationally oriented private sector development strategy.

50. EMCBP, which has already been finalized with the cooperation of UNDP and in consultation with other donors, is expected to be operational from early 1992.

Proposed UNDP cooperation

51. UNDP already plays a key role in this area, with a few other donors, and, indeed, is expected to be a major partner in the implementation of the Economic Management Capacity-Building Programme. UNDP support to the programme will build upon the substantial experience gained through the comprehensive and far-reaching project Economic Planning and Management (GAM/87/021) the activities of which will be integrated into the EMCBP. UNDP support will focus on key functions of the macroeconomic institutions (MFEA, Central Bank, Office of the President), including macroeconomic policy and strategy formulation and implementation, PEP and PIP coordination and monitoring, on the strengthening of planning units of the major line ministries, on national accounts and statistics and aid coordination. In addition, and in close coordination with the EMCBP, UNDP will support a specific management training scheme designed for civil servants and cadres of the private sector.

52. Within this area of concentration, UNDP will also continue its support to public enterprises management through two ongoing projects: Strengthening Gambian Public Enterprises (GAM/90/501), financed under special programme resources (Management Development Programme); and through the project

Financial and Management Adviser to GAMTEL (GAM/90/007), the costs of which are shared with the French Government.

53. The EMCBP will facilitate the monitoring of the social dimensions of adjustment. It is also linked to such recent UNDP-supported endeavours as the National Long-Term Perspective Studies and the African Capacity-Building Initiative. It will also address UNDP thematic objectives regarding management development, private sector promotion, TCDC and women in development. The programme will also provide the opportunity to integrate the human development perspective into the formulation of long-term development strategies.

54. Approximately 22 per cent of total IPF resources, i.e. $5 million, has been earmarked for the EMCBP.

Complementary assistance

55. In addition to UNDP, support to the EMCBP will come from the World Bank, the IMF, the United States of America, the United Kingdom and possibly other bilateral donors. The total cost of the first phase of the EMCBP is estimated at $10 million. The implementation of the EMCBP should also benefit from interventions of the fifth UNDP inter-country programme for Africa in the area of strategic planning. Furthermore, UNFPA will complement the country programme by assisting in the formulation and the development of a National Population Policy and strengthening data collection on population issues, in particular through its support to the 1993 Population and Housing Census.

(c) Poverty alleviation

National objectives/programme

56. The Government has recognized that the Economic Recovery Programme, despite substantial improvements in the economy, has had some negative effects on the most vulnerable groups of the population, including youths, the urban and rural poor and the unemployed. In the PSD, the Government has committed itself to design and implement policies aimed at protecting these groups from the economic costs of adjustment and at alleviating poverty. The Government also intends to increase the proportion of public spending devoted to the health and education sectors.

Proposed UNDP cooperation

57. UNDP, in close association with the JCGP participating agencies, as well as FAO and WHO, and in close partnership with the Government, has embarked upon a collaborative effort aiming at assessing the status of poverty and at facilitating the design of a national strategy for poverty alleviation. This strategy will be formulated and implemented in close interaction with the EMCBP, in order to integrate human development issues into government macroeconomic policies and strategies. UNDP intervention will include the design and monitoring of human development profiles.

58. Beyond this assistance, UNDP support to poverty alleviation will be built around three components: (a) primary health care; (b) vocational training; and (c) employment creation and income generation, with a special focus on the informal sector. UNDP intervention will be designed as a coherent set of interrelated and mutually reinforcing projects.

59. Primary health care. UNDP assistance in this area will focus on policy formulation, coordination and primary health care development, placing emphasis on the strengthening of management services and delivery systems, including family planning activities. UNDP will cooperate with the Government in the elaboration and implementation of a health strategy aimed at making basic health services accessible to all Gambians, in particular those living in rural communities, and to develop preventive programmes. This strategy should lead to sizeable improvements of health indicators during the 1990s, especially regarding maternal and infant morbidity and mortality. To this end, UNDP cooperation will further be targeted at strengthening the health policy and planning system at the national and district levels, enhancing the decentralization process, and data collection and management training. This should result in a more effective use of resources available and in the provision of better services to the population. UNDP cooperation will build upon the experience gained through the project Strengthening of District Primary Health Care Support (GAM/89/009).

60. UNDP will also increase its support to the National AIDS Control Programme. The current contribution of UNDP through the relevant project, GAM/90/002, addresses the third objective of the control programme, which is to reduce the transmission of HIV infection through safe blood transfusion, training of personnel and the provision of medical equipment. UNDP will extend its support to include the information, education, communication and surveillance component of the control programme and to the sexually transmitted disease (STD) component, which should have a crucial impact in preventing the spread of the disease.

61. Vocational training. UNDP will assist the Government in developing a comprehensive vocational training policy and programme, as a major component of a sustainable strategy for poverty alleviation. Emphasis will be put on literacy and skills development for the promotion of small-scale enterprise development in support of agricultural and industrial growth. Support will be directed to strengthening training institutions as well as local communities. UNDP cooperation should lead to a progressive upgrading of the productive skills of the population, particularly young people.

62. Employment creation and income generation. UNDP cooperation will also focus on employment creation and income generation in favour of the rural and urban poor. Interventions will target NGOs, cooperatives and private entrepreneurs. They will aim at assisting local communities to mobilize financial resources and initiate local income-generating activities. Particular emphasis will be placed on actions benefiting women. UNDP support will also include the provision of appropriate and sustainable technology. These interventions should result in employment creation and improved living standards for local communities targeted by the employment creation programme.

63. An important feature of UNDP cooperation will be the promotion of a rural financing system through the establishment of the Village Development Trust Fund, sponsored by UNDP and other donors. The experience of the Fund should be instrumental in the definition by the Government and the Central Bank of a comprehensive rural credit policy.

64. The cooperation of UNDP in this third area of concentration will concern a number of thematic objectives, including HIV/AIDS prevention, poverty eradication and grass-roots participation for development, TCDC, transfer and adaptation of technology for development and women in development.

65. Approximately 22 per cent of IPF resources, i.e. $5 million, has been earmarked for this area of concentration.

Complementary assistance

66. Close coordination will be established between the different donors involved in this area. UNDP cooperation in health management services and training will be part of a comprehensive effort carried out in association with the United Kingdom, the Netherlands, UNFPA, WHO, UNICEF and the World Bank. At the district and community level, UNDP will also closely cooperate with a number of NGOs which support local health services. Complementary capital assistance will be provided by UNCDF, Italy and the United Kingdom for the construction and rehabilitation of health centers, the supply of safe-water and the establishment of a revolving drug fund. Complementary support from the UNDP fifth intercountry programme for Africa is also expected in the areas of maternal mortality and disability, control and eradication of diseases and AIDS prevention.

67. Assistance to the development of a vocational training policy and programme will be provided in association with the United Kingdom, Germany and France. Regarding employment creation and income generation, UNDP will work in close collaboration with local and international NGOs, their coordinating body, TANGO, and UNIFEM. The UNDP-funded Village Development Trust Fund will be supported by the EEC, Germany and possibly other donors. Complementary support is also expected from UNDP regional projects, including Strengthening Collaboration between NGOs, Governments and UNDP (RAF/87/001); Women's Role in the Informal Sector (RAF/87/042); and Credit Support to Women (RAF/87/063). In addition, the interregional partners in development programme will continue to provide capacity-building support to local NGOs.

C. Implementation and management arrangements

68. The country programme is conceived as the UNDP contribution to the formulation, implementation and monitoring of development strategies and programmes of the Gambia, in close interaction with other multilateral and bilateral donor institutions. The Government's capacity to ensure coherence and complementarity between donor interventions will be crucial for the attainment of the country's development objectives. UNDP should continue to

support the Government's coordinating efforts through continued strengthening of the focal points for aid coordination at the Office of the President and at the Ministry of Finance and Economic Affairs. In particular, the proposed Economic Management Capacity-Building Programme will assist in the definition of these institutions' respective roles. It should also improve the programming and management functions of the macroeconomic institutions and the planning units of the major line ministries. The Government also expects continued UNDP support to the round-table and NaTCAP processes, the leading aid coordination mechanisms.

69. The UNDP country programme will have to be implemented, monitored and reviewed from a programme perspective in order to ensure maximum coherence in support of national objectives. For each area of concentration, a central management team, comprising government officials, chief technical advisers, experts, national advisers and UNDP officers, will be established and periodic comprehensive reviews will be conducted.

70. In order to strengthen the Government's role in integrating UNDP cooperation into the national development strategy and in building national capabilities, it is planned to seek UNDP support to enhance execution capacity in areas concerned with technical cooperation. In this way, it is expected that national execution will increase progressively. The United Nations specialized agencies will be invited to continue to play a key role in their respective areas of expertise by assisting in the strategy formulation process, participating in programme assessment and evaluation, and implementing, as cooperating agencies, specific technical components of the country programme.

71. In order to enhance the quality, relevance and effectiveness of technical expertise, the use of specific mechanisms such as the Transfer of Knowledge through Expatriate Nationals (TOKTEN) and the United Nations International Short-Term Advisory Services (UNISTAR) programmes as well as the TCDC modality should be increased. The expansion of the United Nations Volunteers programme in the Gambia should also be continued. The Government also intends to increasingly rely on national expertise. To this end, a database on locally available consultancy services is being established jointly by UNDP and the Personnel Management Office.

Annex I

FIANCIAL SUMMARY

I. ESTIMATED RESOURCES (IPF + cost-sharing) TAKEN INTO ACCOUNT FOR PROGRAMMING

	(Thousands of dollars)	
Carry-over from fourth cycle IPF	(2 132)	
Fifth cycle IPF	25 759	
Subtotal IPF		23 627
Project cost-sharing (Third Party)	160	
Subtotal cost-sharing		160
TOTAL IPF + cost-sharing		23 787

II. ALLOCATION OF RESOURCES (IPF + cost-sharing) BY AREA OF CONCENTRATION

Area of concentration	IPF	Cost-sharing	Total	Percentage of total resources
1. Agricultural diversification and environmental and natural resources management	11 000	-	11 000	46
2. Economic management	5 000	160	5 160	22
3. Poverty alleviation	5 000	-	5 000	21
Subtotal	21 000	160	21 160	89
Unprogrammed reserve	2 627	-	2 627	11
TOTAL	23 627	160	23 787	100

/...

III. COMPLEMENTARY ASSISTANCE FROM OTHER SOURCES USED IN AREAS OF CONCENTRATION

(Thousands of dollars)

A. UNDP-administered funds	
SPR	700
UNCDF	9 000
UNSO	1 500
UNIFEM	1 000
UNRFNRE	-
UNFSTD	-
Subtotal	12 200
B. Other United Nations resources	
JCGP participating agencies:	
UNFPA	4 500
UNICEF	3 500
WFP	4 000
IFAD	-
Other United Nations agencies (non-UNDP financed)	-
Global Environment Facility	-
Subtotal	12 000
TOTAL non-core and other United Nations resources	24 200
C. Non-United Nations resources	-
TOTAL	24 200

Annex II

PROGRAMME MATRIX

Area of concentration	Area of focus a/					
	Poverty eradication and grass-roots participation	Environment and natural resources management	Management development	TCDC	Transfer and adaptation of technology	WID
I. AGRICULTURAL DIVERSIFICATION AND ENVIRONMENTAL AND NATURAL RESOURCES MANAGEMENT						
Environmental and natural resources management		*	*	*	*	
Horticultural development	*	*		*	*	*
Livestock development	*	*		*	*	*
II. ECONOMIC MANAGEMENT						
Economic management capacity-building	*	*	*			*
Public enterprises management			*			
III. POVERTY ALLEVIATION						
Primary health care	*			*		*
Vocational training	*			*	*	*
Employment creation and income generation	*	*		*	*	*

a/ Asterisks indicate major linkage only.

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PROGRAMME PLANNING

Country and intercountry programmes and projects

FIFTH COUNTRY PROGRAMME FOR THE GAMBIA

Note by the Administrator

I. PROCESS OF THE PROGRAMMING EXERCISE

1. The programming exercise started with the preparation of the Advisory Note by which the UNDP Resident Representative in the Gambia invited the Government to a dialogue on the new country programme. The Note was reviewed and approved by the Government.

2. The recommendations of the mid-term review of the fourth country programme contributed towards a more precise focusing of the new programme. It was recognized that the new programme should adopt a more programmatic approach in order to better respond to national development priorities.

3. The round-table conference of December 1990, during which the National Programme for Sustained Development was submitted to the donor community, and the preparation of the follow-up sectoral consultations, have played important roles in the formulation of the Government's policies and objectives and the subsequent design of the country programme.

4. In addition, a number of programming initiatives have helped ensure better linkages between national development strategies and the country programme. These include the National Conference on Economic Management and Statistics, the sectoral reviews and the National Conferences on Horticultural and Livestock Policy, the preparation of the Gambian Environmental Action Plan, UNDP/NGO workshops and seminars on private sector promotion.

5. The country programme takes into account the priorities for technical cooperation outlined in the Government's Technical Cooperation Policy Framework Paper deriving from the national technical cooperation assessment and programme (NaTCAP) exercise.

6. During the programming process, a continued dialogue was sustained between the government coordinating authority, the Office of the President and UNDP. The design of the country programme was coordinated with the formulation of national development strategies and programmes. Through a series of consultations on programming matters, complementarity was achieved between the UNDP country programme, the interventions planned by the participating agencies in the Joint Consultative Group on Policy (JCGP) and the UNDP-administered funds, and technical cooperation programmes of the major bilateral and multilateral donor institutions intervening in the country.

7. The Government's Programme for Sustained Development provides the general framework for UNDP intervention during the fifth cycle. The present country programme proposes a coherent set of interventions in support of national programmes. It focuses on critical development problems of the country and is clearly oriented towards capacity-building and poverty alleviation.

II. ANALYTICAL COMMENTARY ON THE FIFTH COUNTRY PROGRAMME

8. In line with the programme approach as defined by General Assembly resolution 44/211 of _____, the proposed UNDP cooperation will focus on three priority programme themes: agricultural diversification and natural resources management; economic management; and poverty alleviation. The three themes focus on areas where UNDP technical cooperation could best contribute to the attainment of the national goals, as expressed in the national Programme for Sustained Development.

9. For the first theme, agricultural diversification and natural resources management, UNDP will support three interrelated national programmes: the Gambian Environmental Action Plan and the National Horticulture and Livestock Development Programmes. UNDP support would first help to strengthen the institutional capacity of the national structures responsible for the implementation of these programmes and for the coordination of other donors' participation, including that of NGOs; second, it would provide effective support to farmers with respect to land tenure issues, access of women to land, rural financing schemes, market opportunities and women's rule in agriculture production; third, it would promote the use of appropriate technologies to enhance environmental protection. UNDP cooperation in regard to this first theme aims at protection of the environment and better management of natural resources, as well as at improving the living standards of rural communities.

10. For the second theme, economic management, UNDP will be a major partner in the implementation of the Economic Management Capacity-Building Programme which aims at strengthening the central economic and financial institutions in the country and the planning units of the major sectoral ministries. The

efforts should lead to better design, implementation and evaluation of national macroeconomic and financial policies, to a higher implementation rate of the Public Investment Programme and to the necessary support of private sector promotion.

11. For the third theme, poverty alleviation, the key government objectives are the protection of the most vulnerable groups of the population - including young people, the urban and rural poor and the unemployed - and the provision of means by which people can escape from the bonds of poverty. UNDP will be involved with the design and the implementation of a comprehensive National Strategy for Poverty Alleviation and with the design and monitoring of human development profiles. In addition, UNDP will focus on two components: population and health; and vocational training and small-scale enterprise development, with special attention to the informal sector. More specifically, UNDP cooperation aims at strengthening the health and vocational training policy and planning systems; at supporting the National Acquired Immunodeficiency Syndrome (AIDS) Control programme; at increasing the access of poor people to education, health services, technology, credit, skills development and employment with special emphasis on the needs of women.

12. The choice of the three areas of concentration for UNDP cooperation is in line with Governing Council decision 90/34 of 23 June 1990, especially with reference to the recommended themes of poverty eradication and grass-roots participation in development; environmental problems and natural resources management; management development; and women in development. The promotion of human development is a general concern of the country programme.

III. MANAGEMENT OF THE FIFTH COUNTRY PROGRAMME

13. The programme approach calls for strengthened management and monitoring of programme implementation and for UNDP cooperation fully integrated into the national development strategy. This will be possible only with the Government's assumption of a leading role in the management of the programme. It is expected that, throughout the fifth cycle, government execution will be progressively extended, as the Government's capacity to manage development, including external cooperation, is enhanced. If necessary, UNDP support will be provided for this purpose. The United Nations specialized agencies should be encouraged to continue to play key roles in their respective areas of expertise, by assisting in the strategy formulation process, by participating in programme assessment and evaluation and by implementing specific components of the programme.

14. The country programme will be implemented, monitored and reviewed from a programme perspective in order to ensure maximum coherence in support of national objectives. For each area of concentration, a central management team, comprising government officials, chief technical advisers of projects, experts, national advisers and UNDP officers, will be established and periodic comprehensive reviews will be conducted. The programme section of the UNDP field office has been reorganized accordingly into programme units in line with UNDP areas of intervention.

15. The programme will consider the use of such specific mechanisms as the Transfer of Knowledge through Expatriate Nationals (TOKTEN) and United Nations International Short-term Advisory Resources (UNISTAR), as well as recourse to the technical cooperation among developing countries (TCDC) modality, and will continue expanding the services of the United Nations Volunteers (UNV) specialists. UNDP also intends to rely increasingly on national expertise. To this end, a data base on existing national consultancy services is being established.

IV. RECOMMENDATION OF THE ADMINISTRATOR

16. The areas of concentration of UNDP's cooperation fit within the major axes of the Government's development strategy and correspond to the recommendations of Governing Council decision 90/34. The Administrator recommends, therefore, that the Governing Council approve the fifth country programme for the Gambia.